

Southern California Edison Risk Assessment and Mitigation Phase Proceeding I.18-11-006

Safety and Enforcement Division Briefing



Dan Bout, PhD. Dave Ashuckian, PE Martin Kurtovich PE Wendy Al-Mukdad, PE

May 29, 2019 Los Angeles, California





Workshop Agenda

8:30 – 8:45 am Introduction and Background,

Dan Bout, Program Manager, Cyber Security Branch

8:45 – 10:00 am California's Utility Safety Framework

Dave Ashuckian PE, Manager, Utility Risk Assessment Martin Kurtovich PE, Senior Utilities Engineer

10:00 – 10:15 am BREAK

10:15 am - 10: 45 amAssessment of SCE RAMP Report and AddendumMartin Kurtovich PE

<u>11:00 – 11:45 am</u> Analysis of SCE Risk Modeling for Wildfire Safety and Contact with Energized Equipment

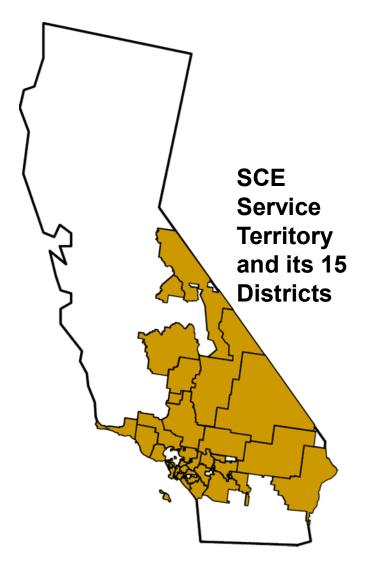
Wendy Al-Mukdad PE, Senior Utilities Engineer

<u>11:45 am – 12:30 pm Public Comments</u>





Risk Management 101 Part II: Risk Management in Southern California



SCE Stats

- 50,000 square miles
- 4.9 million customers
- 76 billion kWh/year of electric service
- Over 400 cities & communities with a collective population of over 13 million (larger in population than 45 states)
- 1,440,000 wood poles
- 50,000 cond-miles of UG primary conductor
- 106,000 cond-miles of OH primary conductor
- 4600 distribution circuits
- 715,000 distribution transformers





A Short History of California Utility Safety

- 2014 2019
 - Adoption of CPUC Safety Policy
 - Development of New Risk Evaluation Framework
 - Development of Safety Assessment Modeling Protocols (SMAP)
 - Initiation of Risk Assessment and Mitigation Phase (RAMP) Process

Utility Risk Assessment and Mitigation Phase Report – utility should show how it will use expertise and budget to improve its public safety record

• 2019 forward

- SB 901 Utility Safety Framework
- Governor's Executive Order on Wildfire Policy
- CPUC Climate Adaptation Proceeding





A Short History of California Utility Safety

Safety Mandates

2014-2018 CPUC Safety Policy

🔊 📰 🥌 California Public Utilities Commission

Safety Policy Statement of the California Public Utilities Commission

Purpose of this Policy

This is the Safety Policy adopted by the Commissioners of the California Public Utilities Commission (CPUC). It defines the role of the Commissioners, binds together the agency in constantly strengthening our safety efforts, and provides a unifying vision and guidance for the organization's multiple and disparate functions.

As described below, as a first step in applying this policy, we also will direct our staff to provide to the CPUC a more detailed Safety Plan within 180 days, laying out specific elements and staff actions on how the entire organization - including the five Commissioners and their staff, our legal and judicial staff, our policy and program staff, as well as our administrative staff - will respond to this policy in all their work.

CPUC Overarching Safety Mission

The safety mission and goal of the CPUC is to assure to the State of California that all of us will work every day to assure that the regulated utilities we depend on for critical services are as safe and resilient as they can possibly be.¹ The CPUC not only will assure compliance with safety laws and regulations, but also challenge itself and the utilities to excellence.

Ultimately we are striving to achieve a goal of zero accidents and injuries across all the utilities and businesses we regulate, and within our own workplace.²

We have a broad obligation in this mission, and we must assure that safety will always be an important component in all that we do and everywhere we have authority and responsibility. Our efforts must improve protection for the public, for utility workers and CPUC employees in their work, for the environment, and for utility infrastructure and systems.

To realize this Vision, the CPUC commits to these guiding principles:

- Continually assess and reduce the safety risk posed by the companies we regulate
- Hold companies (and their extended contractors) accountable for safety of their facilities and practices
- Be accountable for the oversight of safety in the industries we regulate
- Provide clear guidance on expectations for safety management and outcomes
- Provide transparent and effective procedures for enforcement of those expectations
- Promote reliable access to utility services that support health and safety
 Promote a culture of safety vigilance by CPUC staff, and in the industries we regulate
- Promote a culture of safety vigilance by CPUC staff, and in the industries we regulate
 Learn from experience and continuously improve safety oversight and outcomes

CPUC Safety Guiding Principles include:

- 1. The CPUC is accountable for safety
- 2. The CPUC must continually assess and reduce the safety risk
- 1. The CPUC must hold utilities accountable on safety
- 2. Set Safety Expectations for Utilities
- 3. Oversee and Ensure Expectations are Met
- 4. Promote Safety Culture
- 5. Continuous Improvement Process



¹ The CPUC's overall mission is to protect consumers and ensure the provision of safe, reliable utility service and infrastructure at reasonable rates, with a commitment to environmental enhancement and a healthy economy. ² The concept of zero accident sad injuries is based on the Vision Zero Initiative established in Sweden in the 1990s. It began as an approach to roadway safety, and can be summarized as a single sentence: "No loss of life is acceptable," Since 1997, England and the Netherlands have adopted this policy goal, and in 2014, the cities of New York, Boston, and San Francisco also adopted it as their road safety policy expectation. Similarly, the USDOT Pipeline and Hazardous Material Safety Administration states, "our vision is that no harm results from hazardous materials transportation."



2019 SB 901 Utility Risk Framework

Establishes a Management Framework with –

Specific Objectives:

- Minimize risk
- Highest level of safety, reliability, and resiliency

Specific Requirements:

- Safety Performance Metrics
- Risk Assessments
- Safety Mitigation Strategies
 and Programs
- Restoration and Recovery
 Plans
- Independent Evaluations
- 6 Community Outreach and Partnering

SB 901 Utility Safety Framework

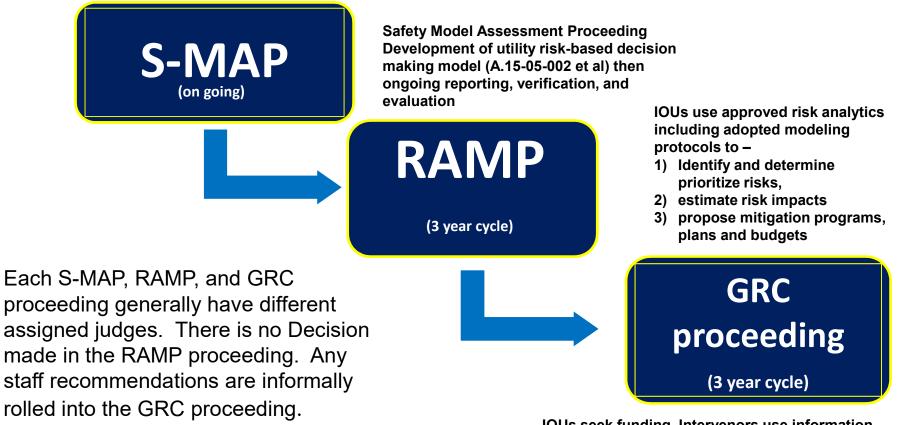
Objective: Each electrical corporation shall construct, maintain and operate its electrical lines and equipment in a manner that will **minimize the risk of catastrophic wildfire** posed by those electrical lines and equipment. **with the highest level of safety, reliability and resiliency** (Note does not distinguish between distribution and transmission, addresses all lines)

Components:

- Identification of roles and responsibilities
- Program objectives, short and long-term
- Safety Performance Metrics
- Identify, describes and prioritizes all risks and associated drivers for all equipment and facilities, particular risks and drives associated with topographic and climatological risk factors.
- Methodology for identifying enterprise wide safety risk and wildfirerelated risk
- Reasssessment of high fire threat areas, Identification of any geographic area in utility's service territory than is currently identified in fire threat map, where Commission should expand the high fire threat district
- Description of safety mitigation <u>strategies</u> and programs, should include dynamic climate change risks
- De-energization protocols
- Veg Management Plans
- Inspection Plans
- Includes disaster and emergency preparedness plans
- Restoration and Recovery Plans
- Community outreach and public awareness program
- Plan for how utility will monitor and audit implementation, inspections and identify plan deficiencies
- Penalties for failure to implement
- Independent evaluation of safety culture every five years
- Independent evaluation of implementation of mitigations and inspection



Building A New Risk Evaluation Paradigm



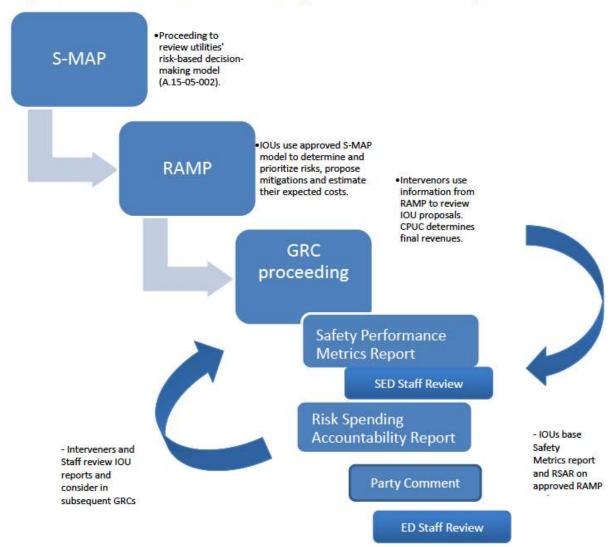
IOUs seek funding. Intervenors use information from RAMP to review IOU proposals. CPUC determines final revenues.





Building A New Risk Evaluation Paradigm

Figure 1: S-MAP - RAMP - RSAR - Safety Performance Metrics Cycle







S-MAP Settlement Agreement (SA) Established Risk Modeling and Assessment Protocols for California

- Establishes uniform risk modeling requirements across utilities
- Requires mathematically correct and logically sound methodologies
- Requires transparency and sufficient data for third parties to assess utility judgments
- SCE incorporated many features of this Agreement as drafted in May. Includes Multi Attribute Risk Score (MARS) risk modeling.





Required Protocol for RAMP First 10 Steps

The utility should show how it will use its expertise and budget to improve its safety record. To do so, <u>each utility should</u>:

- 1. Identify its top risks
- 2. Describe the controls or mitigations currently in place
- 3. Present its plan for improving the mitigation of each risk
- 4. Present two alternative mitigation plans that it considered
- 5. Present an early stage "risk mitigated to cost ratio" or related optimization
- 6. Identify lessons learned in the current round to apply in future rounds
- 7. Move toward probabilistic calculations to the maximum extent possible

8. For those business areas with less data, improve the collection of data and provide a timeframe for improvement

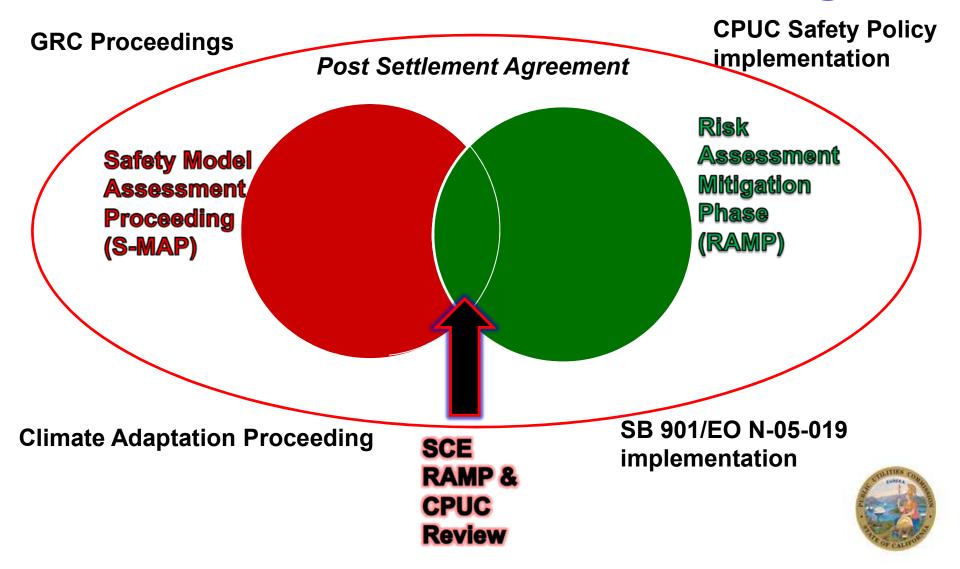
9. Describe the company's safety culture, executive engagement, and compensation policies

10. Respond to immediate or short-term crises outside of the RAMP and GRC process



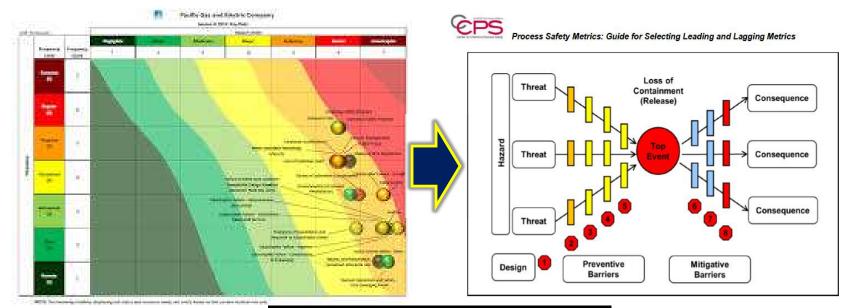


"A New Risk Evaluation Paradigm"



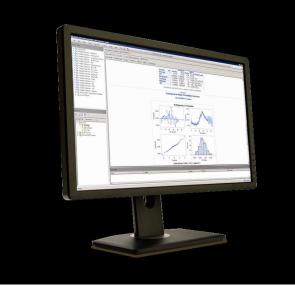


Bowtie Risk Model, Risk Matrix, Risk Modeling



Risk Matrix

Risk Modeling Monte Carlo Probabilistic Estimates of Consequences



Bowtie Analysis

- Parsing of Risk
- Drivers/Threats
- Event
- Consequence/Impact
 - 1. Injuries
 - 2. Fatalities
 - 3. Utility Damages
 - 4. Reliability



Identification of Risks to Utility Assets and Operations SCE's Top Safety Risk



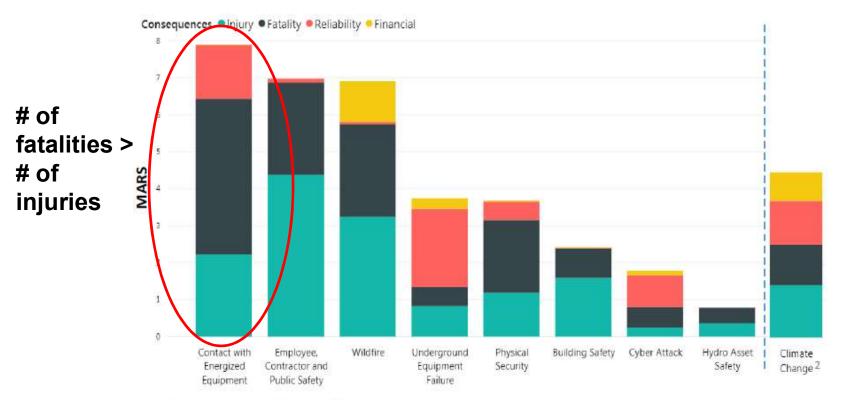
13 FERC – Federal Energy Regulatory Commission, DWR – California Department of Water Resources





Identification of Risks to Utility Assets and Operations -SCE's Top Safety Risks and Associated Multi Attribute Risk Score (MARS)

Results: Baseline MARS for the 9 Risks (Mean)¹





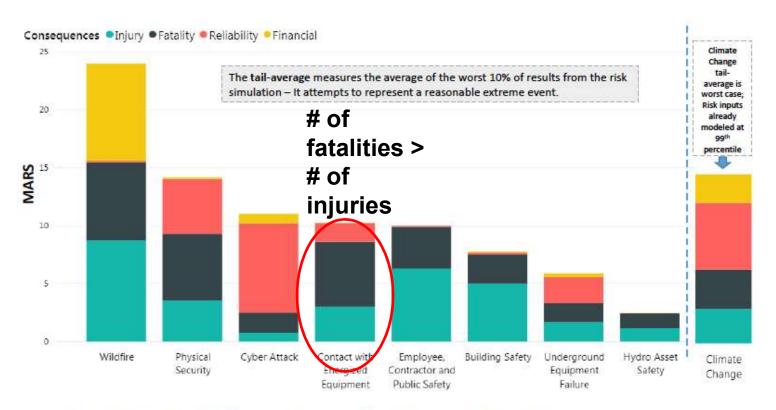
Modelled results reflect the annual average mean results over the 2018-2023 time period
 Note: Climate Change data inputs modelled for 99th percentile events, and as such, the results are not directly comparable

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Identification of Risks to Utility Assets and Operations SCE's Top Safety Risk

Results: Baseline MARS for the 9 Risks (Tail-Average)1



[1] Modelled results reflect the annual average tail-average results over the 2018-2023 time period

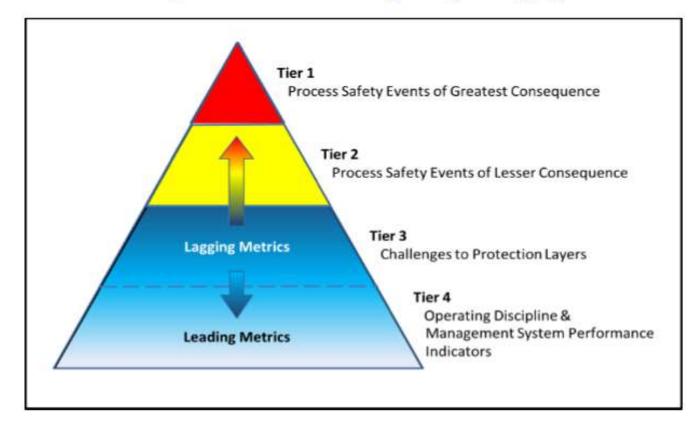




Ranking SCE Safety Risks Ranking



Process Safety Metrics: Guide for Selecting Leading and Lagging Metrics



Notes:

Tier 3, Challenges to Protection Layers; includes near miss incidents



 Tier 4, Operating Discipline & Management System Performance Indicators; includes proactive evaluations and continuous improvement efforts, such as operational discipline surveys [8], management reviews [7], process safety management system audits [9], and field observations (e.g., behavior-based observations).

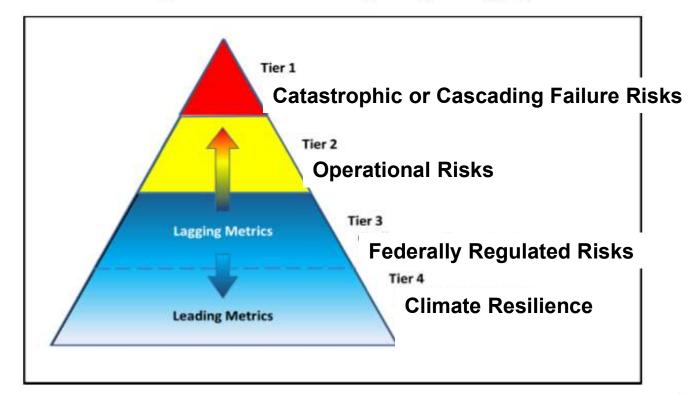
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Recommended Risk Ranking Tiers



Process Safety Metrics: Guide for Selecting Leading and Lagging Metrics



Notes:

- Tier 3, Challenges to Protection Layers; includes near miss incidents
- Tier 4, Operating Discipline & Management System Performance Indicators; includes proactive evaluations and continuous improvement efforts, such as operational discipline surveys [8], management reviews [7], process safety management system audits [9], and field observations (e.g., behavior-based observations).





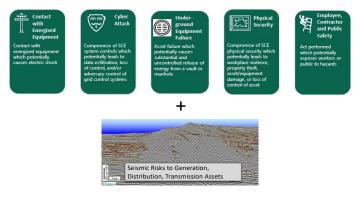
Recommended Risk Rankings

Tier 1 Risks





Tier 2 Risks





Tier 3 Risks





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Assessment of Proposed Mitigation Plans for Selected Priority Risks

Review of Two Mitigation Plans

- Contact with Energized Equipment
- Wildfire Safety





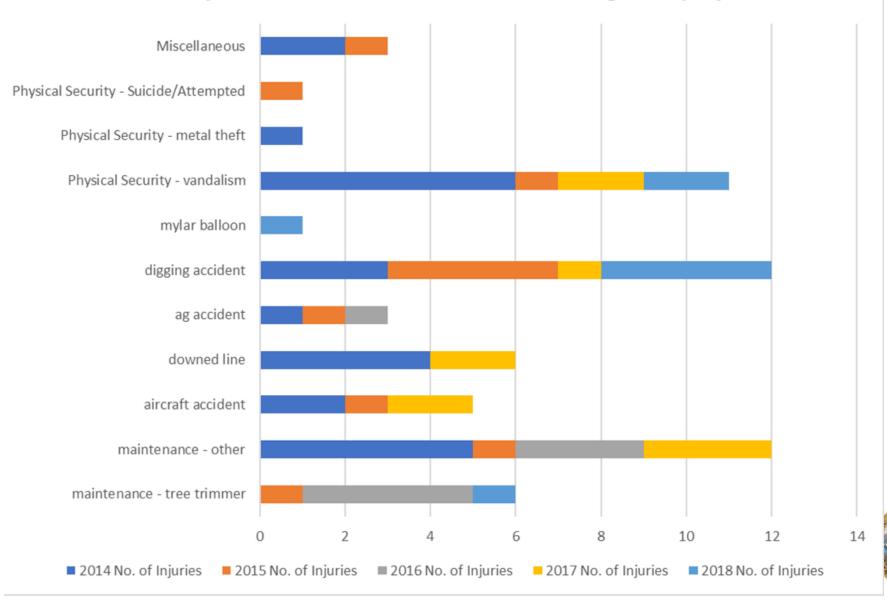
Assessment of Proposed Mitigation Plans for Selected Priority Risks

(Public) Contact with Energized Equipment





SCE Safety Performance Metrics - Contact w/ Energized Eq, Injuries



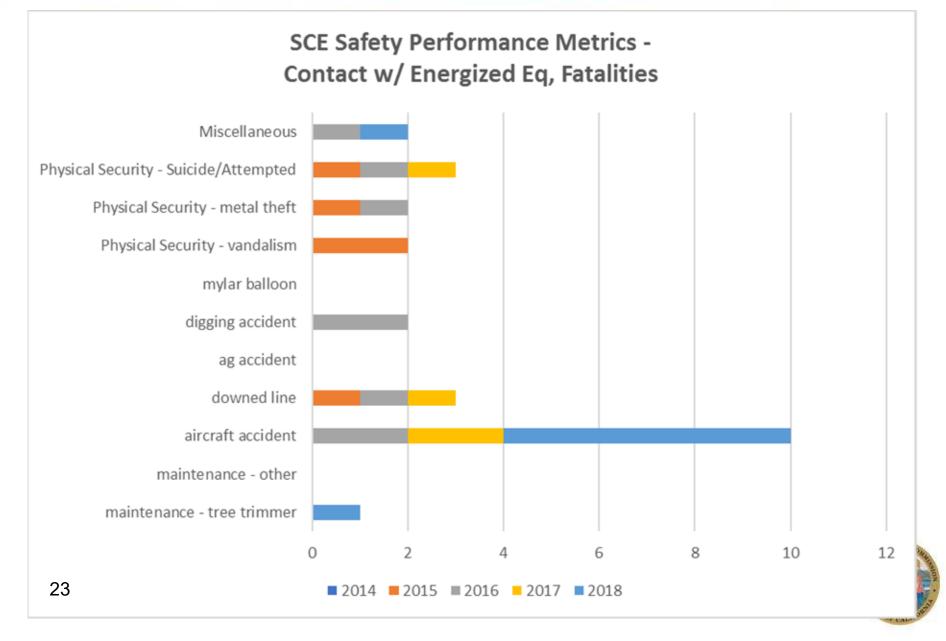


SCE Risk Analytics – Number of Injuries by Year

	2014	2015	2016	2017	2018	TOTALS
cause/year	No. of Injuries					
maintenance - tree trimmer	0	1	4	0	1	6
maintenance - other	5	1	3	3	0	12
aircraft accident	2	1	0	2	0	5
downed line	4	0	0	2	0	6
ag accident	1	1	1	0	0	3
digging accident	3	4	0	1	4	12
mylar balloon	0	0	0	0	1	1
Physical Security - vandalism	6	1	0	2	2	11
Physical Security - metal theft	1	0	0	0	0	1
Physical Security - Suicide/Attempted	0	1	0	0	0	1
Miscellaneous	2	1	0	0	0	3
	24	11	8	10	8	61









SCE Risk Analytics – Number of Fatalities by Year

	2014	2015	2016	2017	2018	
cause/year	No. of Fatalities					
maintenance - tree trimmer	3	0	0	0	1	4
maintenance - other	2	0	0	0	0	2
aircraft accident	1	0	2	2	6	11
downed line	3	1	1	1	0	6
ag accident	0	0	0	0	0	0
digging accident	0	0	2	0	0	2
mylar balloon	0	0	0	0	0	0
Physical Security - vandalism	1	2	0	0	0	3
Physical Security - metal theft	0	1	1	0	0	2
Physical Security - Suicide/Attempted	2	1	1	1	0	5
Miscellaneous	0	0	1	0	1	2
	12	5	8	4	8	37

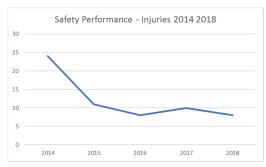




Risk Drivers – Contact with Energized Equipment 2014-2018

Major Causes of Injuries

- Maintenance workers
- Digging accidents contact with underground equipment
- Vandalism of utility assets



- Major Causes of Fatalities
- Aircraft accidents



SCE Proposed Mitigation – Contact with Energized Equipment

Proposed Capital Budget, Risk Score Reduction and Risk Spend Efficiency

2018 - 2023

ID	Name	Impleme	Cost Estimates (\$M)		Expected Value (MARS)		Tail Average (MARS)		
		Start Year	End Year	Capital	0&M	MRR	RSE	MRR	RSE
	Contact W Energized Equipment (Amendment)								
C1	Overhead Conductor Program (DCP)	2018	2023	\$715	х	3.22	0.0045	3.37	0.0047
C1a	Overhead Conductor Program (DCP) Utilizing Targeted Covered Conductor	2021	2023	\$34	х	0.10	0.0029	0.1	0.003
C2	Public Outreach	2018	2023	x	\$33	0.42	0.013	0.46	0.014
M4	Infrared Inspection	2018	2023	x	\$3	1.04	0.3627	1.09	0.3797
M5	Wildfire Covered Conductor Program	2018	2023	\$1,161	х	0.54	0.0005	0.55	0.0005
	TOTAL			\$1,910	\$36	5.32	0.0027	5.57	0.0029





SCE Proposed Mitigation – Contact with Energized Equipment

Questions:

1.Why invest almost \$750 million on mitigations when safety performance has improved over last five years? SCE RAMP Report did not explain reason for improved metrics

- 2. Why are certain risk drivers, e.g. physical security and underground excavation ignored in proposed plan?
- 3. Why is the wildfire covered conductor program included under this risk?

BTW, it has highest cost, lowest RSE, and seems to have marginal benefit, gets only 10% risk reduction.





Comments on SCE RAMP Report Contact with Energized Equipment Mitigation Program

- RAMP Report does not provides sufficient justification to support funding proposed mitigation plan.
- Proposed mitigation plan has no strategy or rationale for heavy investment in covered conductors. Does not address risk drivers.
- Risk modeling results does not agree with historical data.





Assessment of Proposed Mitigation Plans for Selected Priority Risks

Wildfire Safety





Wildfire Mitigation Requirements

Pursuant to Public Utilities Code Section 8386, R.18-10-007 requires the electric utilities to file **annual wildfire mitigation plans** that include:

- A description of performance metrics to evaluate the mitigation plan's and individual measure performance.
- A description of how risk analytics and metrics were utilized to evaluate past performance and utility planning. The plans must include a discussion of how, "the application of previously identified metrics to previous plan performances" has informed each plans.

Public Utilities Code Section 8386(b)(4) (5); See also Order Instituting Rulemaking to Implement Electric Utility Wildfire Mitigation Plans Pursuant to Senate Bill 901 (2018)," October 25, 2018, in R.18 10-007.

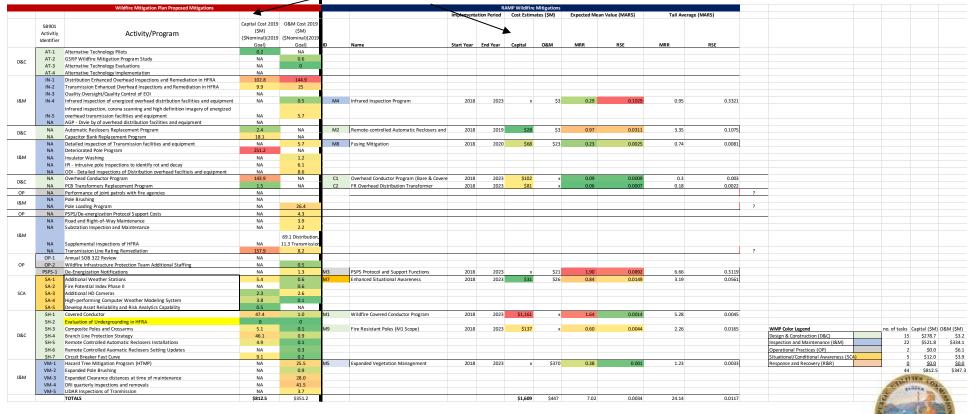




SCE WMP Proposed Mitigation Measures & Budgets

SCE RAMP Proposed Mitigation Measures, Budgets, Risk Impacts and RSE

Capital Investments



44 mitigations

10 mitigations



SCE WMP versus RAMP Wildfire Safety Proposed Budgets by Activity Type

	Wildfire Mitigation Plan (2019)			RAMP Wildfire Mitigations (2018-2023)		
WMP Color Legend	no. of tasks	Capital (\$M)	0&M (\$M)	no. of tasks	Capital (\$M)	0&M (\$M)
Design & Construction (D&C)	15	\$278.7	\$3.2	5	\$1,509.0	\$3.0
Inspection and Maintenance (I&M)	22	\$521.8	\$334.1	3	\$68.0	\$396.0
Operational Practices (OP)	2	\$0.0	\$6.1	1	\$0.0	\$21.0
Situational/Conditional Awareness (SCA)	5	\$12.0	\$3.9	1	\$31.0	\$26.0
Response and Recovery (R&R)		\$0.0	\$0.0	0	\$0.0	\$0.0
	44	\$812.5	\$347.3	10	\$1,608.0	\$446.0

- WMP CapEx ≠ RAMP Proposed CapEx
- WMP > \$800 M; = \$4.0 B over five years?
- RAMP > \$1.6 B over five years
- WMP O&M Ex < RAMP Proposed?</p>
- WMP > \$1.5 B over five years?
- RAMP > \$450 M over five years
- 64% of WMP CapEx is inspection and maintenance
- 94% of RAMP Proposed is design and construction
- 31
- No proposed spending for response and recovery





Comparison of WMPs	SDG	&E	PG8	κE	SCE		
		% O f		% of		% of	
Type of Mitigation	no. of tasks	Total	no. of tasks	Total	no. of tasks	Total	
		Budget		Budget		Budget	
Design & Construction (D&C)	13	23	9	21	15	34	
Inspection and Maintenance (I&M)	22	39	11	26	22	50	
Operational Practices (OP)	7	12	12	28	2	5	
Situational/Conditional Awareness (SCA)	7	12	8	19	5	11	
Response and Recovery (R&R)	8	14	3	7	0	0	
Total # of Mitigation Measures	57		43		44		





In Closing . . .

- SCE RAMP Report advances California's utility risk evaluation framework by demonstrating value of risk modeling protocols, risk scoring to evaluate risks, and proposed mitigation plans and budgets across a utility's operations.
- With this framework, Safety and Enforcement Division ranked utility risks to reflect public safety needs in Southern California
- RAMP evaluation provides valuable input that will inform SCE's upcoming general rate case filing. Evaluation improves likelihood that filing is compliant with recent changes to the California Public Utilities Code.





Upcoming CPUC Hearings related to SCE

06/24/19	A.18-03-009 (EH) - Joint Application of Southern California Edison Company (U338E) and San
9:30 a.m. to	Diego Gas & Electric Company (U902E) for the 2018 Nuclear Decommissioning Cost Triennial
4:00 p.m.	Proceeding.
ALJ Houck	Commission Courtroom, State Office Building, 505 Van Ness Avenue, San Francisco, CA
Comr Picker	(and June 25 th)

07/01/19A.18-09-002 (EH) - Application of Southern California Edison Company (U338E) for Approval
of Its Grid Safety and Resiliency Program.10:00 a.m.of Its Grid Safety and Resiliency Program.ALJ HagaCommission Courtroom, State Office Building, 505 Van Ness Avenue, San Francisco, CA
(until July 3rd and July 8th - 10th)

